

FOUNTAIN SQUARE- SOUTHEASTERN SUBAREA PLAN



June, 1980



WILLIAM H. PROBERT, JR. MAYOR

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The Fountain Square/Southeastern Subarea



Citizens of the Fountain Square—Southeastern Subarea of Indianapolis, so designated by our Department of Metropolitan Development, Division of Planning and Zoning, are happy to be completing a plan for the renewal and revitalization of our subarea. We are grateful to the Department for bringing this opportunity to our attention, and for challenging and motivating our citizens to participate in the creation of this plan.

In response to this opportunity, a local Subarea Planning Committee was organized to represent as widely as possible, the residents of the area, as well as the various local organizations already at work in the area. The Committee was comprised of representatives from the Fountain Square Neighborhood Association, United Southside Community Organization, Southeast Multi-Service Center and the Fountain Square Merchants Association.

We were generously supported and assisted throughout by expert planners from the Department of Metropolitan Development, especially in developing a data inventory, assessing the physical, social and economic needs, and in developing goals, objectives and recommendations for achieving them. The Committee also met frequently and worked assiduously in putting the plan together, endeavoring all the while to publicize the effort and elicit as much popular input as possible. Together, the Department and the Committee proposed the plan before a meeting of area citizens and leaders, at which time it was approved and adopted.

The enclosed plan not only offers the area a brighter outlook for the future, but is already seeing initial realization in the resurfacing of several area streets as suggested in the plan. Meanwhile, the Committee does not now fade into oblivion, but will continue to observe and remind where necessary to get the plan implemented and will continue to try to enlist more area interest and participation toward the complete fulfillment of the plan in a much improved area, physically, economically, and socially.

David H. Bobo
Chairman, Fountain Square—Southeastern
Subarea Planning Committee





LOCATION MAP **Fountain Square/Southeastern**

The preparation of this map
 was financed in part
 by a Unified Federal Planning Grant



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 Dept. of Metropolitan Development
 Division of Planning and Zoning
 Indianapolis - Marion County, Indiana



Purpose

The Fountain Square/Southeastern Subarea Plan serves two primary purposes. First, it is a plan for the Fountain Square/Southeastern neighborhood which can be used as an advocacy document in dealing with public and private agencies. Second, the Indianapolis Metropolitan Development Commission will use this document as an official guide for decision making. The plan is designed as a five-year program which is subject to review and amendment within that time.

What Is Subarea Planning?

Subarea Planning is a process that seeks to guide the long-range development of the neighborhood by examining the good and bad qualities of the neighborhood and then developing a package of recommended improvements.

Subarea planning is based on the concept of direct community input. The plan is a balance between the desires of neighborhood citizens and the feasibility for implementation of those desires by public and private agencies.

The goal of subarea planning is not only to draw realistic plans for a neighborhood but also to involve the neighborhood in the implementation of plan proposals. Subarea planning is a catalyst for neighborhood activity; it draws attention to the fact that people are concerned with the future of their community and sets the stage for continuing community/government relations. Therefore, government agencies and the community should be equipped to work on a continuous basis towards implementation and plan refinement.

INTRODUCTION

The Fountain Square/Southeastern Subarea

The Fountain Square/Southeastern Subarea is located on the near-southeast side of downtown Indianapolis. The introduction of Interstate 65 and 70 have divided the Subarea into three distinct geographic areas. The Fountain Square district is located to the northeast of I-65; the Southeastern district is located to the southwest of I-65; and the Fletcher Place/Danish Church Historic districts (the Danish Church Historic District is now known as Fletcher Place II Historic District) are located to the north of I-70 and to the west of I-65. (See locational map.)

The area currently comprises 1,509 acres of land. The majority of the land area is devoted to residential uses with approximately 16.7 persons per residential acre. 1970 total population was 25,273 persons.

As one of the older sections of Indianapolis, Fountain Square/Southeastern contains many historically significant structures and districts. Efforts are currently underway by the Indianapolis Historic Preservation Commission to have Fletcher Place declared as an historic district and subsequently placed on the National Register of Historic Places. Fletcher Place II and the Fountain Square Commercial Districts are also viewed as historically significant areas.

The Fountain Square/Southeastern Subarea is inhabited by many long term residents who exhibit a large degree of neighborhood pride. The United

Southside Community Organization (USCO), which is the umbrella group, provides good neighborhood leadership and organization. Some of the key neighborhood concerns identified in the planning process include: the improvement of neighborhood housing conditions, maintenance and retention of neighborhood schools, encouragement of positive commercial revitalization, preservation of historic areas and structures, and the resolution of land use problems resulting primarily from unplanned industrial and commercial expansions.

Preparation

The staff of the Department of Metropolitan Development, Division of Planning and Zoning, representatives of City implementing agencies and the Fountain Square/Southeastern Long Range Planning Committee worked jointly in the preparation of this document. Other participating neighborhood groups include:

- Fountain Square Neighborhood Association
- United Southside Community Organization
- Southeast Multi-Service Center
- Southeast Neighborhood Development Corporation
- Fletcher Place Community Center
- Fountain Square Merchant's Association
- Fletcher Place Historic Preservation Association

The process which was followed during that time included: 1) preparation of a data inventory, 2) establishing community problems and assets, 3) establishing community goals, 4) preparing planning recommendations, 5) reviewing and updating

planning recommendations, 6) preparing an action program, 7) preparing and printing a final plan and 8) adopting the plan.

Implementation

The implementation of recommendations and neighborhood action program contained in this plan will require the cooperation of the neighborhood and a variety of public and private agencies. The action program does not reflect the funding capabilities of the City of Indianapolis or any other governmental or private agency and does imply that the projects will be completed within the time frame indicated.

From this action program, public agencies can determine what improvements are required and how soon they need to be completed. The program will help public agencies prepare future capital improvement budgets which include the recommended actions, provided funds are available. The private individual or investor may wish to use the program to determine what investment projects are anticipated in the neighborhood and what type of development standards would be applicable.

The Fountain Square/Southeastern Long Range Planning Committee and concerned neighborhood groups will be responsible for initiating these proposals. The Division of Planning and Zoning staff will provide technical assistance and coordination as appropriate. The various implementing agencies are requested to consider the proposals outlined in this document and act on the proposals relative to overall City needs.





COMMUNITY PROBLEMS



Land Use

- Incompatibility of existing land uses is widespread throughout the neighborhood.
- Zoning ordinances and codes have not been effective in producing desired land use arrangements.
- Major changes to the transportation network have resulted in a variety of land use problems. The neighborhood has become a passing through point rather than a destination point as was previously the case.
- The neighborhood has not previously had a sub-area plan to serve as a detailed guide for decision making relative to land use changes.

Housing and Residential Environment

- Many of the residential dwellings are in varying stages of deterioration and in need of repair. Some dwellings need to be demolished.
- Some older residential dwellings are built too close together and as such constitute a fire hazard.
- Vacant lots are unkept and scattered throughout the area.
- Many properties are owned by absentee landlords who have not managed to keep up the appearance and condition of their investments.
- There is a perceived lack of mortgage and home improvement monies available through the private sector. Existing residential conditions in the neighborhood reflect trends of general disinvestment.

Historic Preservation

- There has been commercial and industrial encroachment into residential areas resulting in an incompatible land use mix.
- In some instances, new construction has not been in alignment with the historic fabric of the neighborhood.

Neighborhood Economic Development

Commercial

- While the area is showing some signs of commercial stabilization, establishments continue to fail and leave the neighborhood.
- Some establishments are not sufficiently maintained.
- Several commercial buildings are vacant.
- Commercial structures are indiscriminately mixed with residential uses.
- The lack of an appropriate physical design scheme for the Fountain Square Commercial District relative to signage, parking, lighting, landscaping, etc. contributes to the failure rate of neighborhood establishments. This problem is further compounded due to the lack of a marketing strategy for types of goods sold, promotions and advertising campaigns, etc.
- There is an inability to attract new businesses to the area.

Industrial

- Many industries have encroached into residential districts.
- Some industrial sites have an offensive appearance. Improper buffering or lack of buffering at these sites has led to the deterioration and abandonment of adjacent residences.
- Noise, water, and air pollution occurs at some industrial sites.



Social Services

- The current Southeast Multi-Service Center boundaries do not allow the Multi-Service Center to adequately address the needs of the adjacent public housing projects and neighborhood areas.
- There is a lack of coordination and a duplication of effort between the various providers of neighborhood services.
- There is insufficient provision of social development programs (especially for youth).
- There is a lack of job training and employment opportunities for youth and elderly.
- Current day-care facilities do not adequately address neighborhood needs.

Public Safety

- Use and sales of illegal drugs is suspected to be widespread in the neighborhood.
- There is a lack of adequate police protection and law enforcement in the neighborhood.
- There is a relatively high rate of delinquency (including truancy).
- Residents suspect crime is increasing in the Fountain Square Commercial District.
- Visibility of police in the area is inadequate because the existing beat patrol sectors are too large.

Education

- Citizen participation, relative to education matters, such as school board meetings is lacking.
- Recent court decisions and subsequent busing of students has destroyed the neighborhood school concept.
- Indianapolis Public Schools (I.P.S.) has established a task force whose purpose is to identify schools which should no longer be maintained in the system. Neighborhood schools potentially affected are #8 (the oldest school in the system), #22 and #39. Residents believe the closure of these schools will result in the wide array of problems and hardships for students and the neighborhood.



COMMUNITY ASSETS



Land Use

- While incompatible land use arrangements exist, there is a considerable amount of diversity of land uses in the neighborhood.

Housing and Residential Environment

- Some houses in the area are in a good state of repair. This is generally true in the Southeastern district.
- A portion of the Subarea is designated as a 1979-1981 Community Development Block Grant Program Treatment Area. This program can fund housing improvements as well as a variety of other activities.
- Many residents have lived in the area over a long period of time and have developed a sense of neighborhood pride.
- The residential area is in close proximity to the downtown business district.
- The neighborhood is primarily a single family residential area.

Historic Preservation



- The Fletcher Place Historic District is significant because it remains as a record of the early development and history of the City of Indianapolis.
- The Fletcher Historic District is in close proximity to the downtown business district and the interstate system.
- The neighborhood has historical significance in the areas of architecture, education etc. Some infrastructure (curbs, etc.) remain intact. The Fletcher Place II Historic District adjacent to the southern border of Fletcher Place, as well as the area to the immediate east of these districts, has been identified by the Indianapolis Historic Preservation Commission as having potential for historic designation. The Fountain Square Commercial District is also being considered for historic designation.
- The potential historic designation of Fletcher Place will enhance commercial revitalization efforts in the area.
- Several historical related structures have already been restored.
- An application has been submitted to have Fletcher Place put on the National Register of Historic Places.
- Residents of the subarea have formed the "Fletcher Place Historic Preservation Association".



- A commercial facade restoration program has been established for neighborhood businesses.
- There are a variety of historic structures which have good potential for reuse adaptation.

Transportation

- The interstate system has improved vehicular access to and from the neighborhood. It has also served to reduce some of the congestion within the neighborhood.
- The neighborhood has an adequate bus transportation system.

Parks and Recreation

- Garfield Park is a good community recreational facility and contains picnic facilities, rest and play areas, and a newly refurbished amphitheater.
- Gorman Boy's Club has good gymnasium facilities.
- Pleasant Run Parkway lends to the beauty of the neighborhood and provides additional open space and recreational opportunities.

Public Utilities

- Trash collection is good.
- General utility service to the area is good.

Nearhood Economic Development

Commercial

- There is a concentration of historically significant commercial sites in the Fountain Square Commercial District.
- Many commercial buildings are in a good state of repair.
- Many establishments have been operating in the neighborhood on a long-term basis.
- A commercial revitalization study (B.F.H. and Associates, consultants) is underway to assess market conditions and determine the feasibility of commercial revitalization in the neighborhood.
- The Fountain Square Merchant's Association is active in the efforts to promote neighborhood business improvements.
- The renovation of the fountain, which is a focal point of the Fountain Square commercial district, is underway and work will soon be completed.

Industrial

- Existing industries in the area provide diversity in the character of the neighborhood.
- Industries in the area provide an economic and employment base for the neighborhood, as well, as other parts of the metropolitan community.

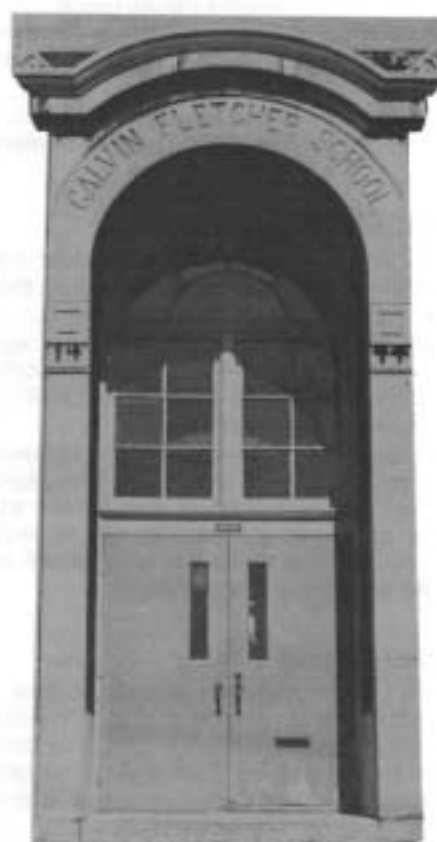


Social Services

- Fletcher Place Community Center, Southeast Multi-Service Center, Salvation Army and the Girl's Club provide services to area residents.
- USCO and the Fountain Square Neighborhood Association provide good community leadership.

Public Safety

- Residents are aware of the extent of crime and delinquency in the neighborhood and are supportive of citizen participation in the attempt to minimize this problem. The Neighborhood Crime Watch Program is active in the area.
- Probation officers from the Juvenile Court are using community facilities to counsel with their probationers.
- The USCO Anti-Crime Committee is active in the area.



Education

- School #8 is the oldest school in the IPS system and is viewed as being historically significant.
- The existing Adult Education Program addresses the continuing education needs of the neighborhood.

COMMUNITY GOALS

Land Use

- Seek to minimize land use conflicts.
- Update subarea zoning in accordance with the recommendations of the land use plan.
- Provide for proper buffering of incompatible land uses.

Housing and Residential Environment

- Preserve the existing sound housing stock in the neighborhood.
- Encourage equal housing opportunity.
- Renew blighted and deteriorating areas through appropriate conservation, rehabilitation or preservation activities.
- Encourage quick reintroduction of vacant land and dwellings back into the real estate market.

Historic Preservation

- Preserve and restore the historic fabric still remaining in the neighborhood and insure that future development is compatible with it.
- Promote preservation activities, where appropriate, in conjunction with other neighborhood development activities such as rehabilitation, commercial revitalization, etc.
- Insure that social and economic displacement is minimized as a result of any preservation activities in the neighborhood through the establishment of sound policies, programs and activities designed to make the neighborhood affordable to the current residents.

Transportation

- Improve neighborhood streets, curbs, and sidewalks where needed and provide for adequate maintenance on an ongoing basis.
- Encourage the proper maintenance of railroad properties including tracks, crossings and right-of-ways.
- Encourage truck traffic to use only major streets, except for local deliveries.
- Encourage overall transportation network improvements (including public transportation) leading to improved efficiency, safety, and accessibility within the neighborhood and to the remainder of the metropolitan community.



Parks and Recreation

- Preserve and enhance park and recreational facilities and encourage their maximum usage and maintenance.
- Support and expand the school-park concept wherever feasible.
- Foster community participation programs and preserve appropriate cultural activities.
- Develop a bikeway system relating to recreational functions which maximizes use of existing paving, bike lanes, etc.



Public Utilities

- Promote the quality and efficiency of local utility services including sewage and drainage improvements.
- Provide for the efficient and orderly expansion of utility services. Seek to coordinate public/private improvement activities.



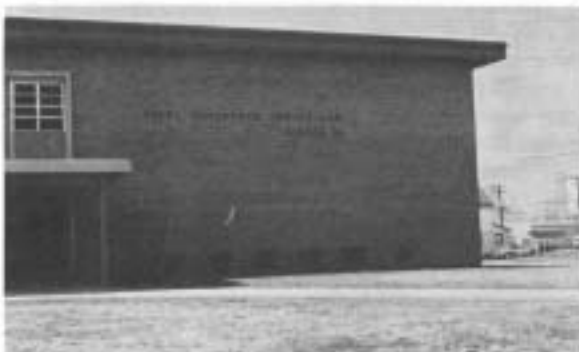
Neighborhood Economic Development

(combines commercial and industrial goals)

- Encourage a broad and dynamic economy, expand employment and training opportunities, encourage new investments in the community, and promote a higher standard of living for the entire neighborhood.
- Promote equal employment opportunity for all persons.
- Encourage improved quality and greater variety of economic goods and services.
- Promote the development of conveniently located commercial areas to best serve the needs of neighborhood residents.
- Provide efficient access and parking to and within commercial and industrial districts for pedestrian and vehicular movement.
- Encourage proper upkeep/appearance of commercial and industrial areas and facilities.

Social Services

- Maximize delivery of social services to area residents.
- Provide adequate day-care and social development services at existing agencies.
- Develop linkages between existing agencies and other resources in the neighborhood area.



Public Safety

- Encourage efficient police protection and law enforcement.
- Support a comprehensive crime prevention program that would coordinate the efforts of the Indianapolis Police Department and area residents.
- Promote youth developmental activities as a means to impact problems of delinquency.

Education

- Encourage the citizen participation necessary to improve the quality of public/private educational institutions.
- Enforce appropriate state codes with respect to neighborhood educational facilities.
- Develop the necessary information, training, and education programs to improve public health, safety and welfare.

PLAN RECOMMENDATIONS

Land Use

Promote the establishment of a sound strategy which will serve to minimize land use conflicts. The Fountain Square/Southeastern Subarea is one of the older sections of Indianapolis. Located on the southeast edge of the original "Mile Square", the Subarea has historically consisted of churches, schools, residences, industrial and commercial buildings. Proximity to the downtown and industrial areas has made the neighborhood a desirable place to live.

Throughout the years, however, numerous changes have occurred within the neighborhood. Development of the interstate system, encroachment of industry into residential districts, and uncontrolled "strip" commercial developments have been identified as some of the major land use problems which have developed in the Subarea.

These problems are complex in nature. Brought on in part by city-wide transportation improvements, population shifts and the process of suburbanization, competition from regional shopping centers, availability and relative cost of land, etc. revitalization of the Subarea and solutions to neighborhood land use problems assume that many of the factors which originally made the neighborhood a desirable location will again contribute to neighborhood revitalization efforts. The historic character of the neighborhood and potentials for neighborhood commercial revitalization are also viewed as major factors which may stimulate reinvestment.

Based on these considerations, overall land use concepts embodied in the development of the land use plan are stated as follows: (Also see proposed land use map.)

1. Redefine and conserve neighborhood residential districts. (See housing and residential environment recommendations.)
2. Protect and preserve appropriate historic portions of the neighborhood. (See historic preservation recommendations.)
3. Maximize buffering of incompatible neighborhood land uses. (See neighborhood economic development recommendations.)
4. Redefine commercial uses in the Fountain Square primary commercial district (Virginia-Shelby-Prospect) and discourage disassociated developments. (See neighborhood economic development recommendations.)
5. Provide for controlled industrial growth and expansion in appropriate districts. (See neighborhood economic development recommendations.)

Housing and Residential Environment

1. Promote the establishment of a sound housing strategy for carrying out housing improvements in the Fountain Square/Southeastern Subarea. The development of a housing strategy for the neighborhood is the first step in the process of implementing long-term, lasting improvements in the neighborhood housing stock. The development of this strategy should take into consideration the geographic distribution of housing needs and the realistic evaluation of the availability of public and private resources/tools for realizing housing improvements.

In general, three (3) types of potential housing treatments have been identified in the neighborhood: conservation, redevelopment, and preservation. Conservation treatments are defined as those activities required to rehabilitate housing which experiences minor to moderate deterioration. Redevelopment treatments are defined as those activities required to replace housing which is in a state of major deterioration or in substandard condition. Preservation treatments are defined as those activities required to recreate or preserve the original character of structures, sites and districts due to the architectural significance and historic character of such structures, sites, and districts. (See historic preservation recommendations.)

Several guidelines for the development of a neighborhood housing strategy are recommended:

A. Encourage a public and private partnership and commitment towards affecting neighborhood housing improvements through the establishment of a Fountain Square/Southeastern Housing Committee. Neighborhood organizations and residents, public agencies involved in the planning and implementation of housing programs and projects and private housing development and financing institutions should be actively involved in the development and implementation of neighborhood housing strategy in order to substantially reverse the trends of neighborhood housing disinvestment.

The purpose of this committee is to assist the neighborhood in developing detailed housing recommendations and to strengthen linkages to implementation activities by promoting positive communications between the neighborhood and major housing implementing agents. The Division of Planning and Zoning could assist this committee in the analysis of housing data, development of alternative planning designs, etc.

B. Encourage housing conservation activities as a major type of initial housing treatment within the neighborhood through the use of public housing assistance monies. It is generally accepted that housing conservation treatments are more cost effective than redevelopment or preservation treatments on the basis of unit cost comparisons. A housing conservation approach to making neighborhood housing treatments is recommended because this approach would allow more units to be treated given the limited availability of capital resources.



C. Seek to maximize the visibility of initial housing treatments through the use of public housing assistance monies. The location of initial housing improvements in the neighborhood will play an important role in influencing neighborhood housing perceptions. Concentrated housing conservation activities located in proximity to major neighborhood pedestrian and vehicular movement systems will reinforce and to some extent "advertise" that neighborhood housing conditions are improving. (See proposed land use map.)

It is anticipated that this short-term approach to making housing improvements will increase the probability of achieving longer-term housing improvements in other parts of the neighborhood through conventional, private reinvestment activities.

D. Locate and schedule neighborhood housing improvements in conjunction with other planned, scheduled neighborhood improvement activities. A more visible and lasting housing improvement program will be encouraged by locating initial housing improvement activities in conjunction with other neighborhood improvement activities (i.e. street, curb, sidewalk, landscaping, etc. improvements). In addition, forthcoming recommendations for neighborhood commercial revitalization, historic preservation areas, as well as Treatment Area boundaries which have been established for the Community Development Block Grant Program should be viewed as major locational determinants regarding the specific locations of initial housing treatments.

2. Promote specific policies pertaining to neighborhood housing issues. In addition to the above recommendations the following neighborhood housing issues should be considered in the development of a neighborhood housing strategy.

A. The use of building and health codes. The enforcement of appropriate housing and health codes is recommended as a means of addressing the problems of deteriorated and substandard housing in the neighborhood. Both the Division of Code Enforcement and the Health and Hospital Corporation conduct housing inspection services and work with property owners to rectify housing problems. These efforts typically result in the correction and upgrading, boarding, or the demolition of the structure. Care should be exercised in the enforcement of codes so that area residents of meager circumstances are not unjustly penalized.

B. The use of public housing assistance programs. Specific objectives, geographic targeting, and the appropriate mix of applicable housing programs will need to be developed. Eligibility requirements and other information regarding the use of public housing assistance programs will also need to be developed. Examples of some of the major housing programs include: the City of Indianapolis Housing Revolving Fund, paint-up/fix-up, emergency home repair, Community Development loans, as well as other programs offered by the Department of Housing and Urban Development.

C. Leveraging of private mortgage and improvement monies. Communications and a positive working relationship needs to be established with private financing and investment institutions. The neighborhood should obtain commitments, etc. which will work in conjunction with and support public assistance activities.

D. Establishment of a community beautification campaign. In the short-run and perhaps on an ongoing basis, the neighborhood should develop and carry out clean-up campaigns, heavy trash pick-ups, etc. oriented to alleys, vacant lots, unsightly residential areas, deteriorating commercial areas, landscaping

in public areas, etc. This beautification campaign would utilize the services of the Department of Public Works and the Department of Transportation.

E. Other neighborhood housing issues. The neighborhood also experiences a variety of other issues which have a bearing on neighborhood housing. Examples include: a high proportion of absentee landlords, vacant land located in residential districts potentially in need of infill housing, the potential for economic displacement in historic areas, etc.

Historic Preservation

1. Promote historic preservation activities and minimize negative impacts. The Indianapolis Historic Preservation Commission is currently developing a historic preservation plan for the Fletcher Place Historic District. This plan will make detailed recommendations regarding physical elements of the district with respect to guideline standards for preservation activities. Plans are also being considered for the Fountain Square Commercial District and the Fletcher Place II Historic District. By virtue of these activities underway in planning for the preservation of the physical character of Fletcher Place, as well as the potential designation of the Fountain Square Commercial District and the Fletcher Place II Historic District, the following recommendations are presented.

A. Detailed land use recommendations to be developed in the Indianapolis Historic Preservation Commission's historic preservation plan for Fletcher Place should be compatible with subarea land use plan recommendations.

B. The Fletcher Place II Historic District and the Fountain Square Commercial District should be studied to determine the potential of these districts for nomination as historic areas.

C. Insure that displacement of current neighborhood residents is minimized as a result of any preservation activities in the neighborhood. Neighborhood residents most likely to be affected by preservation activities are those on low or fixed incomes and non-property owners. Large segments of the existing neighborhood potentially fit these categories, but the most readily identified groups to be affected by preservation activities in the neighborhood are the elderly and renters. In an attempt to minimize potential displacement in the neighborhood, the following alternatives are offered. While some of these alternatives are currently in existence and could be readily implemented, others would require substantial development and in some cases, enabling legislation.

a) Identify current public housing assistance programs which could be used to minimize displacement. There are public housing assistance programs which could be used in the neighborhood to maintain the affordability of housing for owners and renters (loan programs, subsidies, etc.). Eligibility requirements will vary for programs. Examples include: Section 8, 202 and 302 assistance.

b) Seek innovative uses of existing public programs. Programs such as the Community Development

Block Grant could potentially be utilized (within eligibility requirements and primarily in Community Development Treatment Areas) to provide relief to affected residents. This could occur through targeting of current projects such as rehabilitation loans, etc. for low income residents in preservation areas or through establishment of innovative projects specially suited to the needs of affected residents.

c) Work towards the development of a city-wide policy on displacement. The City is currently developing a city-wide housing policy. It is anticipated that such a policy will play a vital role in revitalization of the City's housing stock by identifying a balanced policy to facilitate preservation activities and at the same time, minimize related displacement.

d) Establish a "right of first refusal" requirement. The establishment of a provision requiring rental property owners to give tenants the first option to purchase property which is being converted from rental units to single-family uses or condominiums could be developed to help protect the interests of renters in the neighborhood.

The above recommendations or related programs would be coordinated through the Indianapolis Historic Preservation Commission.

Transportation

1. Encourage resurfacing of streets and repair curbs and sidewalks as needed. Many of the streets, sidewalks and curbs in the subarea are in a poor state of repair. The area residents are concerned about these conditions and have identified locations where repair is needed. The survey list of the sites and conditions has been submitted to the Department of Transportation. There should be a close working relationship between neighborhood residents and the Department of Transportation to insure that these problems are corrected.

2. Railroad crossings, right-of-ways and underpasses should be maintained for safe pedestrian and vehicular movement. A survey of the area indicates that many of the railroad crossings, right-of-ways and underpasses are in need of maintenance. Debris and weeds are found at many of the right-of-ways. Some of the crossings are in need of repair and some underpasses are virtually impassable due to standing rain water. Maintenance of the railroad property is the responsibility of the railroad itself. The survey list of the conditions has been sent to the appropriate railroad. Railroad crossing facilities are listed as follows:



- Bates and Shelby
- Maryland and Leota
- State and Deloss
- State and Williams
- English and Randolph
- Harlan and Hoyt

3. Restrict truck traffic to major thoroughfares and enforce adherence to weight limits to prevent further damage to neighborhood streets, i.e. Prospect Street.

Parks and Recreation



1. Promote the protection of park property and the safety and welfare of those citizens who use the parks. Parks are vandalized on a continual basis and the safety of those utilizing the services of the parks is threatened. Vandalism appears to be most rampant at Garfield Park. In the attempt to combat such problems, the Department of Parks and Recreation and the Indianapolis Police Department have initiated an Adopt-A-Park Program. This program permits neighborhood residents to notify the Parks Department and the Indianapolis Police Department of criminal activity in parks through the use of a special telephone number (925-5429). The knowledge of this program should be expanded throughout the neighborhood.

2. Insure proper placement of wheel stops at park areas to prevent automobile damage to landscape. It has been noted that landscaping, more specifically the grass areas at Garfield Park, are constantly damaged by indiscriminate driving of automobiles. Proper placement of wheel stops and/or other buffering equipment will tend to minimize the problem.

3. Promote the expansion of the school/park concept. Most of the neighborhood schools have facilities (gymnasiums and playgrounds) which can be used during non-school hours by the neighborhood. The Department of Parks and Recreation and



Indianapolis Public Schools are encouraged to work with the area residents in implementing this concept to augment the recreational needs of the neighborhood.

4. Promote the development of a bicycle route along Pleasant Run Parkway. A previous study by the Department of Metropolitan Development recommends that Pleasant Run Parkway be designated as a bicycle route. While bicycle routes are generally not as safe as alternative bicycle facilities, they can be developed at a relatively low cost. Since traffic volumes along Pleasant Run Parkway are relatively light, safety risks are minimized. This proposed route ties into Garfield Park, Christian Park, and Ellenberger Park and will supplement the recreation and transportation needs of neighborhood residents.



5. Encourage the expansion of programming at the Garfield Park Amphitheater. The Garfield Park Amphitheater has recently undergone renovation. This facility provides an excellent setting for concerts and other recreational and social activities. It is recommended that programming at the amphitheater be expanded to supplement recreational/social needs.

6. The Department of Parks and Recreation and the neighborhood should work together to promote the development of programs for youth in the attempt to minimize crime and delinquency. There are additional programs which can be initiated to augment the recreational needs of the neighborhood. The joint effort of the neighborhood and the Department of Parks and Recreation could result in the redirection of anti-social energies of neighborhood youth into socially acceptable patterns of behavior. The community center at Garfield Park would be an excellent place for arts and craft classes, model airplane or train classes, judo/karate, weight lifting, etc. Neighborhood residents with expertise in the respective activities could instruct the classes.

Public Utilities

1. Encourage maintenance of storm and sanitary sewers as it impacts the health and aesthetics of the neighborhood. The survey of the neighborhood indicates that there are several locations where the storm and sanitary sewers are not working properly. Not only does this constitute a health hazard, but distracts from the neighborhood with water standing at various intersections and other locations. It is recommended that the City Department of Public Works and Transportation review the problem and correct where possible. Sewer and drainage problem locations are as follows:

- Beecher and Pleasant Run
- 700 block of Parkway
- Prospect and State
- State and Williams
- Pleasant and Keystone
- Prospect and Olive
- Pleasant Run S. Dr., south of Beecher
- Wright Street between Sanders and Morris
- Prospect and Shelby



2. Through the concentrated efforts of the neighborhood association and residents, maintain the quality of services provided.

3. Encourage the resolvment of the rain run-off from the coke stock piles at the Prospect Street Plant of Citizens Gas Company.

Neighborhood Economic Development

Commercial

1. Promote neighborhood commercial revitalization. Area residents, neighborhood merchants, and several key neighborhood groups are currently concerned and interested in promoting the revitalization of the Fountain Square Commercial District. Once a vital neighborhood retailing area, the district has experienced gradual decline over the years as have other neighborhood business districts. This is primarily due to increased competition with other community and regional shopping areas, large-scale population shifts, and massive improvements in the transportation system which have changed market characteristics (and in some instances, established barriers to residential markets).

At the same time, however, many positive elements of the Fountain Square Commercial District remain intact. These include several viable anchor stores, architecturally significant buildings and structures, and active Fountain Square Merchants Association.

Recent activities supportive of revitalization in the Fountain Square District include: the establishment of a facade renovation/restoration project which will supply limited funding to qualified applicants, related housing programs, proposals for designation of the Fountain Square Commercial District as an historic area, current renovation of the fountain, and initiation of a market analysis/revitalization study by BFH. It is anticipated that the BFH Fountain Square Revitalization Opportunities Study, which will soon be completed, will shed light on most aspects of revitalization in Fountain Square including market analysis, design alternatives, and a series of specific recommendations relative to marketing strategy, physical environment, preservation, financing, time frames, etc.

In the absence of conclusions and recommendations from this forthcoming study, the following recommendations are offered as an initial step in outlining the major aspects of commercial revitalization and to help coordination of future revitalization activities in the neighborhood.

A. Conduct a comprehensive market analysis and develop realistic recommendations for market strategy. The analysis of market conditions and determination of the strength of the local market is a major factor in identifying whether the Fountain Square Commercial District has the economic potential for revitalization. A comprehensive market analysis will yield information and trends about the average income of residents, the locational strength of competition, the existing retail mix, unmet market needs, excess commercial space, business track records, and the attitudes and perceptions of customers and merchants. This type of information is basic to the understanding of the decline of the area as well as to the development of alternative strategies leading toward the revitalization of the commercial area. (To be developed in the BFH consultant study.)

B. Outline design alternatives and develop an urban design plan for physical improvements. The condition and appearance of the Fountain Square Commercial District is another important factor pertaining to the overall revitalization potentials of the area. An urban design plan emphasizing a consistent design theme for the district should be developed to coordinate needed physical improvement activities. Major plan elements should include treatments for: facades, signage, landscape, street furniture, pedestrian and vehicular movement, parking, infill, infrastructure (streets, curbs, sidewalks, lighting), zoning, preservation activities, and time-frames for implementation. (To be developed in the BFH consultant study.)

C. Establish and promote organizational techniques and capacity needed to implement revitalization strategy. The overall revitalization of the Fountain Square Commercial District is a complex and time consuming undertaking. As alluded to in prior re-

commendations, revitalization requires numerous areas of expertise and the cooperation and continued commitment of various public and private groups. Marketing and inventory research, planning and design services, provision of public improvements, security, counseling in promotional techniques, and grantsmanship are examples of the type of assistance, services, and expertise which may be required over time by area merchants in order to be successful at revitalization attempts. The Fountain Square Merchants Association which has been instrumental in initiating current study and discussion regarding revitalization opportunities in the district, should assume a lead role in establishing a framework for communication and cooperation between neighborhood business interests and the various other public and private interests required to develop support, plan, finance, and implement revitalization activities in the district. The establishment of a merchants development association or a neighborhood-based development corporation may serve as a useful tool towards the realization of commercial improvement. In any case, business and community participation are essential to the revitalization process.

2. In addition to the above recommendations, the following guidelines are recommended as principles which should be maximized throughout the revitalization process as a means of increasing the likelihood of success in the neighborhood's efforts towards commercial revitalization:

A. Seek to integrate commercial revitalization activities with housing revitalization efforts. Commercial revitalization opportunities in the Fountain Square district are, in part, dependent on the attractiveness and viability of the neighborhood's residential areas (in terms of convenience goods base). Ideally, commercial revitalization should go hand-in-hand with programs for upgrading neighborhood housing. Since the two often compete for the same scarce resources, cohesion of area residents and merchants is critical.

B. Encourage public and private collaboration. As was the case pertaining to neighborhood housing strategy (see housing and residential environment recommendations) a public/private working relationship involving local officials, residents, and merchants is essential since the possibility for reversing negative trends in the commercial district by government or the private sector alone will not generate enough required resources.

C. Establish realistic time-frames for revitalization activities. Commercial revitalization is not generally realized in a short time period. Revitalization is often encouraged by initial, visible results, but an extensive commitment of time and other resources are required during the planning, financing, rehabilitation and construction phases of the revitalization process. These activities under optimal conditions often take more than several years to complete.

D. Discourage continued expansion of "strip" commercial uses in the neighborhood. In order to create

desirable, well-defined neighborhood shopping areas, it is proposed that the neighborhood seek alternatives to discourage continued linear expansion of commercial uses along primary neighborhood thoroughfares. The subarea land use plan identifies neighborhood areas appropriate for commercial activity. (See proposed land use map.) The land use plan identifies several small-scale commercial clusters and defines boundaries for commercial activities along Shelby and Prospect Streets. It is further recommended that the neighborhood and the Division of Planning and Zoning work toward increasing commercial occupancy within the Fountain Square commercial district and limit continued commercial expansions through the use of zoning and other appropriate land use controls.

Industrial

1. Provide for industrial expansion needs and prevent further damage to the residential environment. Industrial development in the subarea has been identified by area residents as an important facet of the neighborhood which impacts the overall health and character of the Fountain Square/Southeastern community. Industrial development is viewed as a positive element in that various manufacturing operations in the subarea provide an economic and employment base serving the neighborhood as well as other portions of the community. On the other hand, the historical development and more recent expansions of industry in the neighborhood have created serious land use conflicts which threaten the fabric of certain residential portions of the neighborhood. The solutions to such problems will occur in a long-term time-frame and may not always be favorable to all residential areas. However, it is anticipated that development of a policy supportive of industrial expansion needs (which exercises appropriate control over expansion and protection of neighborhood residential uses) will, over time, stabilize and retain in a mutually supportive manner, each of the uses. The key elements of such a policy include the provision of adequate incentives and enforcement of land use controls.

A. Promote the development of an industrial study to determine neighborhood industrial expansion and development needs and to develop solutions which prevent additional negative effects on the residential environment. The retention of neighborhood-based industries is desired as a means to maintain economic and employment base in the neighborhood. It is proposed that the neighborhood support the development of an industrial study to determine the feasibility for development of an industrial park in the northern portion of the study area. (See proposed land use map.) It is anticipated that the development of a neighborhood industrial park will serve as a means to accommodate the expansion needs of area industries while at the same time directing industrial development away from existing neighborhood residential areas.

B. Encourage improvement of existing industrial sites and provide adequate buffering where industries are

located adjacent to residential districts. Efforts should be initiated to encourage existing industries to clean up and generally improve the appearance of structures, equipment and grounds. Where applicable, appropriate health and building codes should be enforced. In addition, neighborhood industries should be encouraged to improve parking areas, provide landscaping, etc. at present sites as a means to buffer and partially eliminate some of the detrimental effects which such industries are having on the neighborhood residential environment. (See proposed land use map.)

C. Prevent future disruption to the neighborhood housing stock due to industrial encroachments through the improved use of zoning and variance procedures and adherence to the subarea land use plan. The Fountain Square/Southeastern Subarea has historically developed incompatible land use (primarily industrial/residential) arrangements for a variety of reasons. It is anticipated that the land use plan developed for the Subarea, will over time, have a positive effect on this situation. The appropriate use of variance and zoning controls and adequate neighborhood support will be required in order to achieve the desired land use results.

Social Services

1. In accordance with the recommendations of the Community Service Council's Neighborhood Services Study, readjust the present multi-service center area by extending the southern boundary to Troy Avenue and moving the western line from Madison Avenue eastward to I-65. Subarea residents have additionally recommended that the eastern boundary be expanded to Emerson Avenue rather than Keystone Avenue. According to recommendations of the "study", extending the southern boundary is due to the high concentration of need to the southeast of the existing multi-service center area which includes several public housing complexes. The rationale for changing the western boundary is an attempt to equalize the Concord and Southeast Multi-Service Center catchment areas.

2. Day-care and social development programs should be expanded. The Long Range Planning Committee and other area residents have indicated that day-care facilities are minimal and almost non-existent in the area. Social development programs should be increased especially in the areas of: mental health, senior citizens programs and youth programs.

3. Develop a stronger linkage between Fletcher Place Community Center, Southeast Multi-Service Center and other resources in the area such as the Salvation Army, Gorman Boy's Club, Girl's Club and the Catholic Youth Organization. Representatives from various neighborhood centers have indicated that there is general lack of coordination between the existing agencies, especially as it relates to services for youth. Some persons from a few of the existing neighborhood agencies are currently meeting on a regular basis. This continued effort will hopefully help to strengthen the coordination and minimize duplication of effort between the agencies.

4. Expand the existing van transportation services for the elderly and handicapped. Van transportation is currently available, however, more vehicles are needed to better serve the elderly and handicapped. This service is provided to take elderly and handicapped to such places as neighborhood centers, banks, grocery stores, health and dental care visits, etc.

Public Safety

1. Support increased participation in the Neighborhood Crime Watch Program. The crime watch program is active in the neighborhood, however, residents feel that due to increased criminal activity, there should be increased resident involvement in the program.

2. Support increased police protection including parks, commercial areas and other parts of the neighborhood. The area residents indicate that crime and delinquency is increasing and subsequently, police protection should be increased. Because the residents believe that patrol beats are too large, it is recommended to make the beats smaller and increase the number of officers patrolling the beats. Additionally, it is recommended that walking patrol beats be established.

3. Encourage improved relations between neighborhood residents and assigned police officers. Neighborhood residents indicate that relations between themselves and the assigned police officers could be improved. The residents recommend that the police officers assume a more active role in the Neighborhood Crime Watch Program.

4. It is recommended by the neighborhood residents that some kind of escort service be provided for elderly and disabled persons of the neighborhood. Elderly and disabled persons are prime targets for those who are engaged in the business of committing crimes against persons. Volunteers possibly could be used to assist the elderly and disabled for such purposes as going to the bank at the end of the month to negotiate their Social Security checks, etc. (Refer to Social Services recommendations #4.)

5. It is recommended that efforts be initiated to minimize the extent of truancy in the area. Truancy referrals to the Marion County Juvenile Court are initiated by school social workers when there is probable cause. The neighborhood association should establish and maintain communication with the respective school social workers to deal with this problem. Parents of those youth who are truant should be advised of the procedure by which to initiate the referral to the Marion County Juvenile Court.

Education

1. Promote citizen participation relative to education matters such as school board meetings, etc. The neighborhood association or some ad hoc group should monitor and assist neighborhood schools with any problems should they arise as a result of the court desegregation issue. Some members from the United Southside Community Organiza-

tion are currently involved with the task force whose purpose is to study the advisability of closing some of the IPS schools. This type of involvement should be on an ongoing basis.

2. Recreational activities in the neighborhood should be expanded through increased utilization of existing schools. (Refer to Parks and Recreation recommendation #3.)

3. The neighborhood residents recommend that vocational and adult education programs be expanded in the neighborhood schools. If this need can be substantiated by IPS, the program expansion can be a viable alternative to closing neighborhood schools.

4. It is recommended by the neighborhood residents that caution be exercised relative to any decision to close neighborhood schools. The neighborhood residents recommend that IPS develop a comprehensive set of criteria relative to the decision to close schools such as:

- The alternative use of school buildings and the extent to which vacant schools physically, socially and economically affect the neighborhood.
- The anticipated exodus of residents from the neighborhood if a school is closed and the negative impact on the revitalization of the inner city.
- Additional cost incurred due to increased bus-ing of students.
- The historical significance of neighborhood schools.



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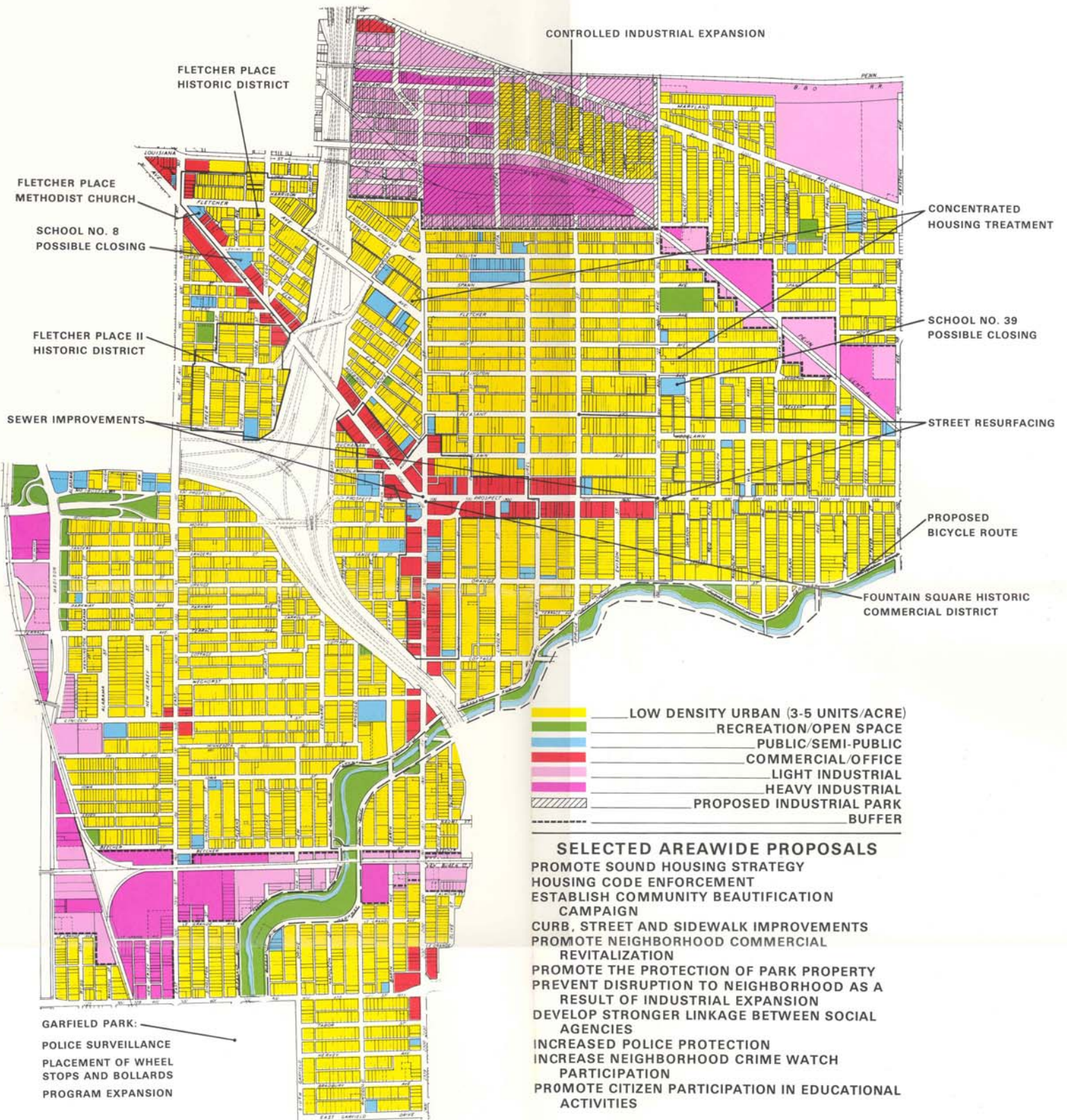
ACTION PROGRAM

Recommendations						
Land Use	1980	1981	1982	1983	1984	Potential Implementing Agencies
Promote the establishment of a sound land use strategy	X	X	X	X	X	(DPZ) (FSNA) (IHPC)
HOUSING AND RESIDENTIAL ENVIRONMENT						
1. Promote the establishment of a sound housing strategy.						
A) Encourage a public and private commitment	X	X	X	X	X	(NR)(DPZ)(DEHD) (PLI)(FSNA) (DEHD)(PLI) (NR)(FSNA)
B) Encourage housing conservation activities						
C) Maximize the visibility of housing through the use of public housing assistance monies		X	X	X	X	(DPZ)(DEHD)
D) Locate and schedule neighborhood housing improvements in conjunction with other neighborhood improvement activities		X	X	X	X	(DOT)(IHPC) (DPZ)(DEHD)
2. Promote specific policies pertaining to neighborhood housing issues						
A) The use of building and health codes	X	X	X	X	X	(HH)(DCE)
B) The use of public housing assistance programs						(DEHD)(DPZ)
C) Leveraging of private mortgage and improvement monies	X	X	X	X	X	(NR)(PLI)(FSNA)
D) Establishment of a community beautification campaign	X	X	X	X	X	(NR)(DPW)(FSNA)
E) Other neighborhood housing issues	X	X	X	X	X	(DEHD)(IHPC)(DPZ)
HISTORIC PRESERVATION						
1. Promote historic preservation activities	X	X	X	X	X	(DPZ)(IHPC)
A) Detailed land use recommendations — be compatible with subarea land use plan recommendations	X	X	X	X	X	(IHPC)(DPZ)
B) The Fletcher Place II Historic District and the Fountain Square Commercial District should be studied — for nomination as historic area.	X	X				(IHPC)(DPZ) (IHPC)(DEHD)(DPZ)
C) Insure that displacement is minimized	X	X	X	X	X	
a) Identify current public housing assistance programs —	X	X	X	X	X	(DPZ)(IHPC)
b) Seek innovative use of existing public programs	X	X	X	X	X	(IHPC)(DEHD)
c) City wide policy on displacement	X	X				(DPZ)(IHPC)
d) Establish a "right of first refusal"	X	X	X	X	X	(CC)(DPZ)(IHPC)
TRANSPORTATION						
1. Encourage resurfacing of streets and repair curbs		X	X	X	X	(DOT)(FSNA)
2. Railroad crossings, right-of-ways should be maintained	X	X	X	X	X	(CONRAIL)(FSNA)
3. Restrict truck traffic	X	X	X	X	X	(DOT)(FSNA)
PARKS AND RECREATION						
1. Promote the protection of park property —	X	X	X	X	X	(DPR)(FSNA)(IPD)
2. Insure placement of wheel stops at Garfield Park	X					(DPR)
3. Promote the expansion of the school/park concept	X	X	X	X	X	(DPR)(IPS)(FSNA)
4. Promote development of bicycle routes		X	X	X	X	(DPR)(FSNA)(NR)
5. Encourage the expansion of programming at Garfield Park Amphitheater	X	X	X	X	X	(DPR)(FSNA)(NR)
6. The Department of Parks and Recreation and the neighborhood should work together to promote the development of youth	X	X	X	X	X	(DPR)(FSNA)
PUBLIC UTILITIES						
1. Encourage maintenance of storm and sanitary sewers	X	X	X	X	X	(FSNA) (DPW)(DOT)(NR)
2. Maintain quality of service	X	X	X	X	X	(DPW)
3. Resolve the rain run-off from the coke stock piles —	X	X	X	X	X	(CG)(FSNA)(USCO)
NEIGHBORHOOD ECONOMIC DEVELOPMENT						
COMMERCIAL						
1. Promote neighborhood commercial revitalization.	X	X	X	X	X	(BFH)(NR)(FSNA) (USCO)(IHPC)(DEHD)
A) Conduct a comprehensive market analysis		X	X			(FSNA)(USCO)(BFH) (USCO)(BFH)(FSMA)
B) Outline design alternatives	X	X	X	X	X	
C) Establish and promote organizational techniques to implement revitalization	X	X	X	X	X	(FSMA)(FSNA)
2. A) Integrate commercial revitalization activities along with housing revitalization activities	X	X	X	X	X	(FSMA)(USCO)(DEHD)
B) Encourage public and private collaboration	X	X	X	X	X	(DEHD)(NR)(USCO)
C) Establish realistic time-frames for revitalization activities		X	X			(DEHD)(USCO)
D) Discourage continued expansion of "strip" commercial uses	X	X	X	X	X	(FSNA) (DPZ)(NR)(USCO)

	1980	1981	1982	1983	1984	Potential Implementing Agencies
INDUSTRIAL						
1. Provide for industrial expansion uses and prevent further damage to the residents environment		X	X	X	X	(DPZ)
A) Promote the development of an industrial study						(DPZ)(NR)(FSNA)
B) Encourage improvement of existing industrial sites	X	X	X	X	X	(FSNA)(USCO)(DPZ)
C) Prevent future disruption to neighborhood housing stock etc.	X	X	X	X	X	(DPZ)(USCO)(FSNA)
SOCIAL SERVICES						
1. Readjust the present multi-service center boundaries		X				(NO)(DNS)(USCO)
2. Expand day-care and social development programs		X	X	X	X	(USCO)(NO)
3. Develop a stronger linkage between existing agencies	X	X	X	X	X	(USCO) (NC)
4. Expand van transportation	X	X	X	X	X	(SMSC)
PUBLIC SAFETY						
1. Support increased participation in the Neighborhood Crime Watch Program	X	X	X	X	X	(USCO) (IPD)(NR)(DNS)
2. Support increased police protection	X	X	X	X	X	(IPD)(USCO)(FSNA)
3. Encourage improved relations between residents and assigned police officers	X	X	X	X	X	(IPD)(USCO)(FSNA)
4. Provide escort service for the elderly		X	X	X	X	(NR)
5. Minimize truancy	X	X	X	X	X	(IPS)(MCJC)
EDUCATION						
1. Promote citizen participation	X	X	X	X	X	(USCO)(FSNA)(IPS)
2. Recreational activity expansion/through increased utilization of schools	X	X	X	X	X	(IPS)(USCO)(FSNA)
3. Vocational and adult education programs should be expanded	X	X	X	X	X	(IPS)(USCO)
4. Caution should be exercised relative to any decision to close neighborhood schools	X	X				(IPS)

(DPZ) Division of Planning and Zoning
 (FSNA) Fountain Square Neighborhood Association
 (DEHD) Division of Economic and Housing Development
 (IIPC) Indianapolis Historic Preservation Commission
 (NR) Neighborhood Residents
 (PLI) Private Lending Institutions
 (DOT) Department of Transportation
 (H&H) Health and Hospital Corporation
 (DCE) Division of Code Enforcement
 (DPW) Department of Public Works
 (SL) State Legislature
 (DPR) Department of Parks and Recreation

(IPS) Indianapolis Public Schools
 (IPD) Indianapolis Police Department
 (CG) Citizens Gas
 (BFH) BFH and Associates
 (FSMA) Fountain Square Merchant's Association
 (USCO) United Southside Community Organization
 (NO) Neighborhood Organizations
 (NC) Neighborhood Centers
 (DNS) Division of Neighborhood Services
 (MCJC) Marion County Juvenile Court
 (SMSC) Southeast Multi-Service Center
 (CC) City County Council



FOUNTAIN SQUARE/SOUTHEASTERN

DEPARTMENT OF METROPOLITAN DEVELOPMENT DIVISION OF PLANNING & ZONING INDIANAPOLIS-MARION COUNTY, INDIANA • THE PREPARATION OF THIS MAP WAS FINANCED IN PART BY A UNIFIED FEDERAL PLANNING GRANT

